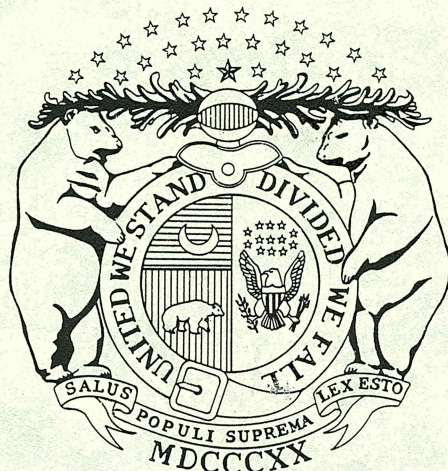


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State of Missouri

Governor's Coordination and Special Services Plan for Program Years 1992 and 1993

**Department of Economic Development
Division of Job Development and Training**

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Governor's Coordination and Special Services Plan
for the period

July 1, 1992 to June 30, 1994

Submitted by:

The Honorable John D. Ashcroft
Governor of the State of Missouri
State Capitol Building
Jefferson City, Missouri 65101

May 15, 1992

GOVERNOR'S GOALS AND OBJECTIVES

INTRODUCTION

The rapid and fundamental changes in the global economy continue to be a recurring theme in national policy. The need to adapt our economic and social policies, to increase productivity, and maintain our competitiveness in the international market place continues to be debated. As the last decade of the 20th century unfolds, preparing the work force for the 21st century is not a future goal but rather a current need.

Missouri has continued to test and validate its belief that employers will support a training system which recognizes the need for a work force that has received the added value of quality education and training.

Technological changes and shifting social values and family structures are causing us to reposition ourselves and our institutions to remain competitive. The challenges are many, but the resources to meet them are limited. The Governor, however, has long recognized that success can only be accomplished by encouraging shared ownership and cooperation among the various partners in the job training and placement system.

Over the past few years, Missouri has taken increasingly significant steps to bring together the various job training agencies and programs to form a more closely coordinated system of services. The Governor has set goals and objectives to ensure that employment and training activities are coordinated with education, social services, economic development, and other employment-related and supportive service programs in the state to provide the most comprehensive service delivery system for Missourians.

These goals and objectives for employment and training in Missouri have guided the development of the Governor's Coordination and Special Services Plan for PY'92-93. They provide direction for the use of scarce job training resources which resulted in the activities described in the Plan.

The following goals and objectives highlight the Governor's priorities for the job training and placement system. They are a description of the direction in which the system should move as it strives to meet the needs of Missouri, its employers and its citizens in a rapidly changing economy.

Provide Opportunity and Ensure Economic Growth

Increasing Missouri's economic potential requires a strong coordinated approach to economic development. In turn, effective economic development necessitates diverse yet interrelated

GOVERNOR'S GOALS AND OBJECTIVES

efforts to assist employers. Such efforts may include assisting new companies locating in Missouri, supporting existing businesses with expansion efforts, and assisting employers in finding employees with the needed capacity for the job. The job training system can play an important role in meeting this goal by achieving the following objectives.

- Expand a marketing program which clearly communicates to employers and the public the availability and capability of job training and economic development resources in Missouri.
- Increase the efficiency of delivering training for potential employees of new or expanding businesses and, when necessary, provide retraining and upgrade training to support new capital investments of existing businesses through both state and federal resources.
- Provide programs which train workers in the skills required by employers and meet employer's hiring and production needs.
- Provide continued support to ensure a comprehensive, effective public labor exchange.
- Promote and support continuing improvements in Missouri's labor market information system.
- Promote the distribution of needed-skills information to entities in the employment and training delivery system for the purpose of facilitating necessary changes in the design and development of training programs:
- Promote and encourage further opportunities for "open entry, open exit" programs for occupationally specific training.

Equip Missourians With Basic Skills to Enhance Their Potential for Employment and Life-Long Learning

An educated citizenry is Missouri's greatest asset as we move toward the 21st century. Missourians must be proficient in the basic skills necessary for self-sufficiency and for the more advanced and flexible employment opportunities of the future. Job specific vocational skills continue to be necessary for successful job performance. This compliments the philosophy in the Secretary's Commission on Achieving Necessary Skills (SCANS) report. Meeting the objectives below will help Missourians achieve their maximum individual employment and career path potential while building a foundation for life-long learning.

GOVERNOR'S GOALS AND OBJECTIVES

- Provide access to and acquisition of basic literacy skills particularly when such programs enhance job training tailored for the workplace.
- Provide the means for welfare families, particularly JOBS participants, to gain knowledge and job skills necessary to become financially independent.
- Ensure training opportunities are developed which enable targeted populations including the homeless and veterans to effectively participate in Missouri's work force.
- Continue to implement public/private initiatives to address the remedial and basic education needs of, as well as opportunities to gain work experience for, at-risk youth and dropouts.
- Encourage the use of employer knowledge to complement available labor market information to plan training programs.
- Cooperate with Private Industry Councils (PICs) and other state agencies to promote, develop, and/or strengthen local and state programs to serve the employment and training needs of women in non-traditional employment or apprenticeships.
- Promote the development of local multi-optional school-to-work transition programs and models.

Expand the Capacity of Missouri's Job Training Program to Deliver More Efficient and Effective Services

Missouri's job training and employment system is composed of economic development, training, and placement agencies in four departments of state government which administer a wide variety of federal, state, and local job training programs. In addition, a number of agencies provide supportive services to training program participants or use the training system to provide services to their clients.

Clearly, these agencies as well as other statewide organizations such as the Missouri Organization of Private Industry Council Chairpersons, Training and Employment Administrators of Missouri, and various councils and associations involved with vocational education, community action, child care, and women's economic development must work together with private business and industry to ensure effective program implementation. By meeting the objectives outlined below, Missouri can ensure improved operation of job training programs.

GOVERNOR'S GOALS AND OBJECTIVES

- Encourage increased involvement of Private Industry Councils in the design and development of local job training programs to meet local employment and citizen's needs.
- Ensure professional staff maintains a high quality of service.
- Continue to develop and refine communication channels for job training issues among respective state and local agencies.
- Support joint job training projects among related state agencies and initiate additional projects which meet the Governor's goals.
- Support the partnerships between state and local governments, service agencies, and business and civic leaders to develop and implement a coordinated strategy to identify and meet the requirements of the future work force.
- Encourage cooperative uses of training and employment funding, facilities and staff resources for a more comprehensive and coordinated statewide system.
- Provide the means to promote capacity building among the various state agencies and local employment and training professionals.
- Facilitate the coordination of public employment and training policy development, general awareness of the policies and maximum utilization of the public and private employment and training resources in Missouri.

COORDINATION CRITERIA

The Governor recognizes the diverse agencies and programs which constitute Missouri's job development and training system. Changing demographics and economic conditions, however, require Missouri blend these diverse but related service delivery systems into the most effective and efficient training and employment system possible.

Passage in the Spring of 1991 of the State law which established the Missouri Training and Employment Council (MTEC) is viewed as one way to strengthen coordination of this diverse State system. The Council is charged with the federally mandated duties of the State Job Training Coordinating Council, as well as a mandate to recommend a policy, and subsequently a plan, to address three (3) major areas. Those areas concern:

1. Public and private participation toward achieving Missouri's objective of full employment;
2. Methods to improve federal and state resources in providing job training services; and
3. Coordination of training and employment activities with other related activities.

Prior to the passage of the State legislation, MTEC had begun this larger mission. Through its review of various agencies' State plans and local JTPA plans, it had gained insight into the strengths and weakness of the statewide employment and training system. It could, therefore, better discuss and offer suggestions for coordination as well as new program initiatives. Periodic review of program performance provided information for policy recommendations to strengthen the system. In addition, the Council initiated regularly scheduled meetings with the PIC Chairs to discuss mutual concerns and strengthen State and local ties.

State agency representatives included in the task groups which will carry out the Coordination Criteria will be from vocational and post-secondary education, employment service and economic development, public assistance, which includes services to the homeless and rehabilitation agencies.

In order to promote and facilitate continued collaboration among agencies within the employment and training system at both State and local levels, the Coordination Criteria for PY'92-93 are:

1. State agencies will continue to identify common terms used within specific training-related programs. Once identified, state agencies will develop a reference tool of common terms and definitions to be used across programs at the State and local SDA level.

COORDINATION CRITERIA

2. State agencies will continue to investigate the potential for mutual sharing of pertinent training-related information for use at the State and local level. The initial emphasis for sharing will be to track participants across programs, to evaluate programs, to develop participant profiles and to prepare reports. If necessary, state agencies will actively pursue clarification and interpretation at the federal level.
3. State agencies will promote the use of common screening factors within the employment and training system of Missouri for use at the local level.
4. Collaboration at the local level among the various agencies identified in the local coordination plans must be continued. In PY'92-93, the PICs will be encouraged to collectively utilize resources of Carl Perkins, Wagner-Peyser, FUTURES, and JTPA to support local programs in an integrated approach for delivery of services to clients.
5. Both state and local training and employment agencies will promote curriculum development of linkage of programs that more clearly ties education and training systems to the world of work.
6. Local PICs should explore school-to-work models and discuss the feasibility of a local replication with local education agencies. Any school-to-work models must promote skills which lead to employment.

EVALUATION OF PAST EXPERIENCE

Missouri's Job Training Partnership Act (JTPA) Experience - Program Year 1990 and Program Year 1991

During PY'90 of JTPA, 16,020 Missourians entered training programs using Title II-A formula funding throughout the State. Of the 12,316 participants who completed the program during the year, 7,317 were placed in jobs. This represents a 59% entered employment rate.

For the 13 week follow-up, of the 2,965 persons terminated to employment who were sampled, 76% were still employed at the 13th week.

Missouri's SDAs performed well on the Title II-A performance measures during PY'90. Of particular note during the program year were two performance standards: Follow-Up Welfare Weekly Earnings, which exceeded the standard by \$26; and the employability enhancement rate for youth, which exceeded the standard by 12%. This was the first year all adult performance standards were follow-up measures.

Each SDA was assessed against performance standards for both adult and youth programs in Title II-A as required by the law. Statewide, the SDAs' actual adult follow-up employment rate was 63%; the actual follow-up welfare entered employment rate was 50%; the actual follow-up weekly earnings was \$210; and the actual follow-up welfare weekly earnings was \$196. The SDAs' actual youth entered employment rate was 53% and the actual youth employability enhancement rate was 39%. All 15 SDAs were eligible for incentive grants by exceeding a weighted average of their performance standards.

During PY'90, the state's customized training program, a program designed to meet the training needs of new and expanding businesses by tailoring training programs to employer needs and to retrain employed workers when made necessary by new capital investments, utilized two (2) primary funding sources. These sources were JTPA Title II-A (8%) and the Missouri Job Development Fund. These combined resources provided approximately \$5,785,000 during PY'90 for Customized Training activities.

The state trained 457 eligible participants using JTPA Title II-A (8%) funds. Those who entered employment received an average hourly wage of \$5.43.

Through the Missouri Job Development Fund, the state funded 71 projects which helped train 4,285 state residents for newly created jobs, and retrained 1,763 so they could retain their current employment.

EVALUATION OF PAST EXPERIENCE

Joint efforts between the Division of Job Development and Training (JDT) and the Department of Elementary and Secondary Education (DESE) resulted in an additional 30 projects to train 13,476 participants.

During PY'90, the Experienced Worker Program served 901 persons age 55 and over. Of those participants that completed program services, 68% entered unsubsidized employment at an average hourly wage of \$5.09.

In the first half of PY'91 (through December 31, 1991), 8,822 participants were served in Title II-A training programs statewide. Of those who participated, 62% entered employment.

SDA performance for the first half of PY'91 was evaluated using the Secretary of Labor's performance standards model. Statewide, the SDAs' adult measures were the actual follow-up employment rate of 60% and the actual follow-up weekly earnings of \$222. The actual follow-up welfare weekly earnings was \$194 and the actual follow-up welfare entered employment rate equalled 44%. Statewide, the SDAs' actual youth entered employment rate was 54%; and the actual youth employability enhancement rate was 34%.

During the first half of PY'91, customized training projects trained 24 individuals. Fifty percent (50%) of these individuals entered employment. During this same period, the Division provided funding through the Missouri Job Development Fund to serve 859 individuals at an entered employment rate of 83%.

The Experienced Worker Program provided job training to 449 economically disadvantaged individuals aged 55 and over during the first half of PY'91. Eighty-one percent (81%) of the participants who completed the program entered employment.

With approximately 848,000 economically disadvantaged persons eligible for JTPA programs, Missouri's potential demand for job training far exceeds the supply of job training services. These limited job training resources must be used in the most efficient and cost-effective manner to increase employment, training, and placement opportunities for Missourians. By coordinating the planning, design, and delivery of job training with other related public and private activities, the programs and services benefited more Missourians than would have otherwise been possible.

Coordination activities during PY'90 and PY'91 were targeted at three levels: coordination among agencies at the state level; coordination between the State and local agencies; and coordination at the local level. At the state level, coordination efforts centered on information sharing among the

EVALUATION OF PAST EXPERIENCE

major state agencies particularly regarding services to welfare recipients.

In cooperation with the SDAs and local education programs, JDT and DESE continued a program design which encouraged basic education to be integrated with other services for adults and youth. Also the eight (8) jointly funded assessment centers provided approximately 1,400 adults and youth with help to recognize their marketable skills through testing, exploration, and interviewing.

Partnerships between state and local agencies focused on new joint programs and new lines of communication. The most significant and lasting partnership has been the voluntary cooperation of local agencies to provide services because of mutual interests. JTPA provides the legal authority to bring together public and private agencies and employers to influence service delivery in their regions. Thus, previous partnership efforts were supported by an entity which had resources and talents to bring together the necessary actors at the local level to ensure efficient and cost-effective delivery of services.

The previous year's Governor's Coordination Criteria required the development and formulation of linkages in written, local coordination plans which cover three (3) areas: Outreach, Intake, Assessment and Referral (OIAR); Employer Marketing and an Educational Linkage policy. The Coordination Criteria for PY'92 and PY'93 were developed to encourage the continuation of the growth of this local and State inter-agency approach.

RESOURCE USE

Title II SDA Level Resource Use

Resources available for PY'92 are approximately \$476,000 less than PY'91 for both Title II-A and Title II-B. SDAs in Missouri will use JTPA Title II-A and II-B resources to provide a variety of job training activities in accordance with approved Job Training Plans. The funds will primarily be used for occupational skills classroom training and on-the-job training activities. However, the planned funding for other educational activities, both basic and remedial, has been growing.

Participants' assessments are documenting a need for a continuum of training and education activities and supportive services, particularly child care and needs-based payments, in order to assist the participant in becoming self-sufficient. This longer term commitment toward self-sufficiency by the participant has lead to more intense JTPA case management.

The program offered to economically disadvantaged youth during the summer, using Title II-B funds, consists predominately of opportunities to gain work experience. However, there will continue to be a strong emphasis on youth participation in remedial and basic education and basic life skills training. Periodic reviews by JDT staff and MTEC of program performance provide information for policy recommendations to strengthen the system.

Both Title II-A and Title II-B are allocated to the SDAs in accordance with the formula specified in JTPA Section 202 as amended. See Attachment B for details.

Title II-A - 5% Administrative Activities

This funding source will be used by the State for administrative activities and selected allowable activities under sections 121 and 122 of JTPA. Administrative activities include planning and evaluation, program management, operations and monitoring, fiscal management, and field services assistance to SDAs.

JDT assists SDAs with the development of local plans and evaluates program effectiveness for both state and local programs. JDT also coordinates and upgrades statewide participant and financial management of program performance levels. A statewide post program follow-up survey based on a random sample of all Title II-A adults and adult welfare terminees is conducted weekly 13 weeks after the participant's termination date.

Local SDA job training plans are evaluated by the state for compliance with state and federal law and certified for consistency with the Governor's Coordination and Special Services Plan. The State fulfills all federal reporting requirements on

RESOURCE USE

JTPA program performance and develops policy issuances and regulations for the implementation and operation of JTPA.

JDT continues to review and refine its programmatic financial and administrative policies to provide greater integrity to the entire JTPA system without circumventing the local PICs' authority. JDT has amended the State's policies on procurement and OJT as a result of concerns raised during DOL procurement and OJT reviews. The Division has given subcontractors technical assistance to implement these revised policies. Additionally, regular JDT field service staff provide assistance and guidance to PICs and Administrative Entities (AEs) in carrying out their roles and responsibilities pursuant to the Act.

JDT monitors contractors and job sites for compliance with federal laws and regulations. The State also monitors planned versus actual performance to ensure that SDA contractors' performance demonstrates consistent progress.

JDT ensures that the obligation and expenditure of JTPA funds and the use of property are in compliance with the requirements and conditions of JTPA grants. The State provides financial information to meet federal, state, and internal financial reporting requirements. Accounting records and documentation to identify and support expenditure of JTPA funds are also maintained. In addition, JDT will review independent audit reports of each recipient of JTPA funds for compliance with federal and state regulations. Procedures for deobligation of unspent funds and repayment of misspent funds are included in the fiscal management system.

JDT's current Deobligation/Reobligation Guidelines were implemented on June 14, 1989. A copy of the Guidelines are included as Attachment A. The Guidelines cover Title II-A 78% and 6% incentive funds. All other Title II-A funds are contracted and monitored on an annual basis by the state agency and funds are expended on a "first in first out" (FIFO) basis.

JDT will conduct selected activities under Section 121(c) of the Act as described in this plan. JDT provides staff support to the MTEC to assist the Council in carrying out its duties as described in the Act.

Title II-A 3% Experienced Worker Program

Missouri ranks thirteenth in the nation in the proportion of its population aged 55 and older, and economically disadvantaged. Approximately 240,000 Missourians aged 55 and over were economically disadvantaged, potentially meeting the JTPA eligibility guidelines.

RESOURCE USE

JDT administers the Title II-A 3% Experienced Worker Program (EWP) through contracts with local program operators who have demonstrated the capacity to manage quality employment and training programs. JDT provides overall program planning, administration, technical assistance, monitoring and evaluation.

In PY'92 Missouri will distribute \$1,034,707.62 (excluding carry-in funds) under the Title II-A 3% set-aside to operate job training programs for older workers throughout Missouri. These funds will be used to train and employ economically disadvantaged older individuals, 55 years of age and over, who have encountered barriers to employment.

JDT will contract local EWP administration and delivery through the AE of the SDA or an SDA acceptable alternative EWP contractor. This approach should increase coordination with locally administered JTPA services, linking EWP to the SDA program delivery system.

Funds will be distributed to the 3% contractor in each SDA based on an allocation method. See Attachment B for details. Each 3% contractor's responsibility will consist of, but not be limited to, the day to day operation and fiscal functions of the program as specified in JDT's contract agreement.

On-the-job training and job search assistance comprise the primary program activities for the EWP. On-the-job training may consist of either part-time or full-time training depending upon the needs of the older worker and the employer. Job search assistance is a group approach to teaching effective job finding skills to the unemployed.

In addition, all program operators will offer participants a comprehensive mix of services, tailored to individual needs. Additional assistance available to program participants include: assessment of skills, personal development needs, and employment goals, vocational training, counseling and supportive services, and needs based payments if appropriate. Following the assessment, job development efforts will be directed at both full-time and part-time on-the-job training in the private sector. Since part-time employment plays an important role in matching employers' needs with the needs of older workers, job development efforts will be specifically targeted to those employers using part-time positions. In addition, those industries and occupations projected to have the largest employment increases in the future are frequent users of part-time workers.

Vocational training will also be made available to older workers through a contract with the DESE. JDT has set aside Title II-A (3%) funds specifically for this purpose.

RESOURCE USE

To assist EWP program operators in providing a mix of program services, JDT will place greater emphasis on the provision of technical assistance, training and program reviews. All EWP contractors will be required to meet performance standards criteria. EWP operators' performance will be regularly evaluated by JDT using a quarterly Performance Report.

JDT will continue to encourage both state and local coordination activities. The Division has developed linkages with the Missouri Division of Aging, Missouri Division of Employment Security (DES), Older Americans Act Title V operators, and other employment and training agencies which offer services to older individuals. The Division expects to expand employment opportunities for its older participants by networking with those agencies that provide employment services and share similar concerns for older individuals. In addition, a JDT staff member serves on the Division of Aging, Governor's Advisory Council - Senior Employment Coordination Committee, to increase program coordination, exchange program information and staff training resources.

JDT plans to serve 896 older workers in PY'92 with an anticipated entered employment rate of 75 percent. The average cost per entered employment will be \$1,500 and the average wage at placement will be \$4.50 per hour.

Title II-A 8%

In accordance with Section 123(a) the Governor through JDT annually provides financial assistance to the "State education agency", the Department of Elementary and Secondary Education through a contract agreement between the two agencies. This contract agreement is the cooperative agreement required in Section 123(a)(1),(2), and (3). The amount of the cooperative agreement is determined by mutual agreement based upon the amounts that can be utilized within the restrictions of Section 123.

Any funds not included by mutual agreement in the cooperative agreement revert to Section 121 uses in accordance with Section 123(d). The Division applies the restrictions contained in Section 108(a) and (b) for funds which fall under Section 123(d).

The cooperative agreement shall be the Title II-A 8% contract(s) issued or any amendments thereto, for that particular fiscal year. The cooperative agreement shall require DESE to provide match equal to all Title II-A 8% funds provided under JTPA Section 123(a)(1) and (3). Title II-A 8% funds provided under JTPA Section 123(a)(2) to facilitate coordination shall not require matching funds.

RESOURCE USE

Any Title II-A 8% funds not included in the cooperative agreement shall be available for use in accordance with Section 121 per JTPA Section 123(d). Any funds not included in the cooperative agreement shall not require matching funds.

Title II-A 8% State Education Funds

School To Work/Program Linkages

In PY'92, a concentrated effort will be placed on the development of a school-to-work model. Both State and local employment and training agencies are encouraged to promote curriculum development and linkage of programs that more clearly tie education and training systems to the world of work. PICs will explore school-to-work models and discuss the feasibility of replication with local education agencies. Any school-to-work models should promote skills and work experience activities which lead to employment. Early discussions with the State education agency to share information have been encouraging.

Centers for At-Risk Youth

There are 21 Centers for At-Risk Youth (CARY) projects currently in operation in PY'91. Approximately the same number will continue in PY'92. CARY projects provide services to school dropouts and potential dropouts with remedial and basic education deficiencies who are also economically or academically disadvantaged. For JTPA purposes, an academically disadvantaged individual is defined as one who possesses three or more of the following attributes: (This definition does not include learning disabilities.)

1. Has scores below the 25th percentile on a standardized achievement or aptitude test.
2. Has school grades below a 2.00 on a 4.00 scale or has failed one or more grade levels or has a reading and/or math grade equivalency at least 1.0 below current grade placement.
3. Has an absentee rate of ten (10) or more consecutive days per year or five (5) or more consecutive days in the preceding semester.
4. Has either parent or appropriate aged sibling that has not received a high school diploma or General Educational Development (GED) certificate or is a member of a single parent household.
5. Is receiving services from a certificated school counselor, a certificated school psychologist, a licensed psychologist,

RESOURCE USE

or a licensed psychiatrist for reasons which may affect the individual's successful participation in school.

6. Is pregnant or a parenting teen.

A counselor is responsible for organizing the assessment and evaluation activities for the project. Identification for entry into CARY begins while the student is in the eighth grade. A six (6) week summer remedial education program may be available for those eighth graders who are identified in need of services.

RESOURCE USE

Dropouts may enter the project at any point and may select a GED certificate route tied to vocational education or high school credit with vocational education.

Based on the general description of the project, the students served under the program may include:

1. Individuals age 14 or over who are identified as potential dropouts.
2. Individuals age 16-21 who have dropped out of school.
3. Individuals who are unlikely to complete a course of study which results in a sufficient number of credits to meet school graduation requirements.
4. Students currently enrolled in a vocational education program who have been identified as lacking certain basic skills.
5. Students who require more time to achieve academic success than the traditional classroom allows.
6. Adults, 22 years of age or older, who have not graduated from high school.

With the beginning of the ninth grade, students may be placed in basic skills classes. Contents of the basic skills classes may include: language arts/communication skills, social studies, science, mathematics, and fine arts. Types of services to be provided may include: assessment and evaluation, academic instruction and remediation, employability skills, job placement services, guidance and counseling, and occupational skills training.

If it becomes apparent that the high school student cannot earn enough high school credits to graduate with his regular graduating class, the project emphasis shifts toward attainment of a GED certificate. Upon reaching the eleventh grade, the student is referred to the appropriate occupational education program.

The operation of the project at each site is funded from a variety of sources depending upon availability and need.

Typically, funding comes from State JTPA 8% funds, JTPA II-A and II-B summer youth program, Carl D. Perkins funds, Adult Basic Education (ABE), Average Daily Attendance (ADA), local funds, and in-kind contributions.

RESOURCE USE

Assessment Centers

Assessment Centers serve a two-fold purpose. First, they provide quality information reaching the heart of personal development, career guidance, career and vocational placement, and evaluation of human potential. They also are a practical solution for other human service agencies who need this type of program to service their client but lack the resources to do so. Secondly, they offer opportunities for further assessment of individual progress in the sequencing of programs and services toward a career path and employment.

The assessment process will identify individual interests, aptitude, and abilities. The process will provide a basis for realistic planning and goal setting relative to employment or training.

Assessment Center projects have been implemented in the cities of Sedalia, St. Charles, Hillsboro, Springfield, Cape Girardeau, St. Louis, and Kansas City. Assessment centers will continue to play a vital role in the success of all JTPA programs, as well as the JOBS program.

Customized Training

Through a contractual agreement, JDT and DESE administer the Missouri Customized Training Program. An employer responsive program, the customized training program serves as the flagship for the State's efforts to create and retain employment through training assistance. Missouri Customized Training allows employers to tailor a program to their needs through on-the-job training, task oriented training and formal group or classroom training.

The on-the-job training component of the Customized Training Program is jointly implemented through the cooperative efforts of the AE and DES. This system fosters the development of community linkages to ensure efficient and cooperative delivery of services. The classroom training component is implemented through DESE and the local schools. In addition, the AEs, DES, and the local schools are responsible for marketing of the program, ensuring that employers participating in the program have proven successful in employee training and retention, and/or are considered a desirable employer in the community.

With guidance from the Missouri Training and Employment Council Work Force Programs Committee, JDT dedicates funds to the Missouri Customized Training Program to enhance direct employment opportunities for eligible participants in jobs newly created by new and expanding employers. State General Revenue funds are also available through DESE and the Missouri Job Development

RESOURCE USE

Fund, which allows customized training to be provided for retraining existing workers to retain their jobs, and training for newly created jobs.

Guidance for the administration of the Missouri Job Development Fund is provided by the Missouri Job Training Joint Legislative Oversight Committee, a bi-partisan representation from both houses of the State Legislature. These funds are also jointly administered by JDT and DESE. Missouri employers may request training assistance by applying to either state agency. A variety of available funding sources, each with unique benefits, provides Missouri employers with an avenue to lower the cost of training, and assures that the Missouri Customized Training Program will remain a valuable economic development tool for the State.

Once an application has been reviewed, a training project is implemented by the employer and the administrative agencies. Since the training projects are designed to meet the needs of a specific employer, or a group of employers with a similar training requirement, projects tend to be unique. Training projects are reviewed on the following criteria: 1) the number of new jobs created within the State; 2) project cost effectiveness; 3) retention of trainees at the completion of training; and, 4) wage benefit to trainees.

The development of customized training projects are closely aligned, whenever possible, to additional funding sources through Title III, Title II-A (3%) and Title II-A funds from PICs. This further combination of funds maximizes the training and employment opportunities for Title II-A and Title III eligible participants while providing Missouri employers with a greater opportunity to fulfill their training needs in a cost effective manner.

An employer's training requirements may be best served through Classroom Skill Training, On-the-Job Training, or a combination of these two training components. Classroom Training activities can be delivered through a private training institution, an area vocational/technical school, community college, or college. An employer's own employees can also be temporarily certified as vocational instructors through DESE.

Task Oriented Training is a training service available through the Customized Training Program. It is based on the identification of the tasks or skills needed by an employee to be successful in a given job. From these task lists, an efficient on-the-job training program can be designed and used to monitor workers' performance. The Task Oriented Training service compliments Missouri's desire to provide more formal, task-

RESOURCE USE

oriented on-the-job training which may be linked with or in combination with classroom skills training.

To ensure that local delivery of services are in compliance with all applicable Federal and State laws and regulations, monitoring is regularly conducted by JDT.

For the Customized Training Program, JDT intends a minimum entered employment rate of 80%, with an average wage at placement of \$5.50. The cost per entered employment will be approximately \$1,800.

OVERSIGHT AND SUPPORT ACTIVITIES

The State of Missouri will conduct on-site monitoring visits of all SDA Title II-A and Title II-B programs to assess compliance with JTPA, state established fiscal policies and procedures, related applicable laws and regulations, and the local Job Training Plans. Similarly, operators of Title II-A 8% and 3% programs will also be monitored annually to ensure legal and programmatic compliance. JDT will also test selected problem areas for further, more in-depth review when appropriate. These reviews may consist of surveys, in-depth reviews of reporting, or more detailed on-site program reviews. Program quality reviews may be substituted, on an alternating year basis, for compliance reviews.

Written reports will be issued after each monitoring with appropriate corrective action required within thirty days. On-site follow-up regarding the implementation of SDA corrective action will occur at a reasonable time interval following the receipt of a corrective action plan, when required.

The State will also provide support to SDAs through various ongoing training and technical assistance activities. A training institute will be funded from 6% dollars to offer professional development, technical assistance, and other capacity building activities on a wide range of problems. Periodic meetings will be conducted with the 15 administrative entity directors to address state and federal JTPA policy issues and implementation. SDAs and individual program operators will also receive direct JDT on-site training and technical assistance, as needed, based on findings from both on-site monitoring and desk reviews. These activities may be provided on an individual basis or through group sessions on a regional or statewide scale. Additionally, training and technical assistance will be targeted to enhance participation and skill building of PICs as well as MTEC.

PERFORMANCE STANDARDS

Methodology Adjustment

Missouri plans to use the Department of Labor's (DOL's) national adjustment models to adjust SDA performance standards. Planned performance standards are calculated from data submitted in the SDA Job Training Plan as well as the state data provided by DOL and local economic data.

Missouri plans to use the following standards for PY'92 and PY'93:

- Youth Entered Employment Rate
- Youth Employability Enhancement Rate
- Adult Follow-Up Employment Rate
- Adult Follow-Up Weekly Earnings
- Adult Welfare Follow-Up Weekly Earnings
- Adult Welfare Follow-Up Entered Employment Rate

Regional adjustments may be made on Title II-A standards at the Governor's option. Advanced copies of the JTPA Title II-A and Title III performance standards calculation worksheets and instructions were provided in JTP Issuance No. 017-92. Updated regional adjustment factors have not yet been forwarded from DOL. We are informed from DOL that updated values to be used as regional adjustments will be formally transmitted via a TEIN in the near future. At the end of the year, final performance standards are calculated for each SDA. End-of-year terminee characteristics and updated economic data are used in the DOL model. The average unemployment for the period of April, 1991 through March, 1992 will be used for PY'92 and April, 1992 through March, 1993 for PY'93. Actual performance levels are compared to these final performance standards to determine which SDAs will be eligible for incentive grants or in need of technical assistance. An SDA may appeal any model adjusted standard that is an extreme value. Appeals will also be considered on standards that have been derived using two or more extreme factor values.

Failure to attain a minimum of three (3) DOL performance standards at the end of any two consecutive program years will result in the imposition of JDT's performance standards sanction policy and exercise of the authority for remedy pursuant to Section 106 of the Act.

Such remedies may include restructure of the PIC, prohibiting the use of designated service providers or other changes as the governor deems necessary to improve performance. The governor may also select an alternate entity to administer the program for the SDA. The alternate AE may be a newly formed PIC or any agency jointly selected by the governor and the Chief Elected Official (CEO) of the largest unit of general local government in the SDA.

PERFORMANCE STANDARDS

Any reorganization plans made in accordance with the performance standards sanction policy shall be made with full opportunity for a hearing before a hearing officer. The hearing must be requested within 10 days of the receipt of the governor's reorganization plan. A hearing will be held within 30 days of filing and written notification of the hearing determination issued within 60 days.

Upon receipt of the governor's written notification that the hearing determination upholds the governor's imposition of a reorganization plan, an SDA may appeal to the Secretary of Labor. Appeals must be submitted jointly by the PIC and CEO(s) of the SDA. The secretary will accept appeals dated no later than 30 days after the SDA's receipt of the governor's written notification of the hearing determination. A copy of the appeal must be simultaneously mailed to JDT when filed. The secretary shall make a decision within 60 days of the date of appeal.

Sanctions will be imposed through a sanction letter signed by the director of JDT. Sanction letters will be mailed to the chairperson of the PIC, the CEO(s) and the director of the AE. Corrective action plans which are developed in response to a sanction must contain the signature of all three of these individuals.

Sanctions will be removed only through a letter signed by the Director of JDT.

STATE INCENTIVE GRANTS

Title II-A 6% Incentive and Technical Assistance

Priorities And Criteria For State Incentive Grants

Missouri's incentive grant system will:

- Provide incentive grants to SDAs that exceed their minimum performance goals;
- For each standard, relate incentive grants to the tier which corresponds to the performance range in which an SDA achieves its percent exceeding a performance standard;
- Consider the relative size of the SDA; and
- Consider SDA success in serving school dropouts and AFDC FUTURES recipients.

The method to distribute incentive grants for PY'92 consists of the following steps:

- Step 1: Eighty percent (80%) of the Title II-A 6% pool of funds will be allocated to the six (6) national standards.
- Step 2: Twenty percent (20%) of the Title II-A 6% pool of funds will be allocated to the two state standards defined as the AFDC service level and the school dropout service level.
- Step 3: Calculate the maximum award available to an SDA on the national standards by multiplying 80% of the pool of funds by the percentage portion of Title II-A (78%) funds for all SDAs.
- Step 4: Calculate the maximum award available to an SDA on the state standards by multiplying 20% of the pool of funds by the percentage portion of Title II-A (78%) funds for all SDAs.
- Step 5: Divide the maximum award available to each SDA on the national standards by six (6) and assign one-sixth to each of the national standards in order to create separate reward pools for each standard.
- Step 6: Divide the maximum award available to each SDA on the state standards by two (2) and assign one-half to each of the state standards in order to create separate reward pools for each standard.
- Step 7: Performance exceeding each of the six (6) national standards will be measured against tiers which correspond to performance ranges. The following
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STATE INCENTIVE GRANTS

performance ranges will be the tiered system:

- the 25th percentile will always be the standard.
- the 50th percentile will be the point above the standard where 50% of the SDAs exceed the standard based on national statistical samples.
- the 65th percentile will be the point above the standard where 35% of the SDAs exceed the standard based on national statistical samples.
- the 75th percentile will be the point above the standard where 25% of the SDAs exceed the standard based on national statistical samples.

Step 8: Awards from each of the six (6) separate reward pools will be determined in the following manner:

- For performance on a standard which is less than the standard, SDAs will receive no award.
- For performance on a standard which is equal to or greater than the 25th percentile and less than the 50th percentile, SDAs will receive 80% of the reward pool for that standard.
- For performance on a standard which is equal to or greater than the 50th percentile and less than the 65th percentile, SDAs will receive 90% of the reward pool for that standard.
- For performance on a standard which is equal to or greater than the 65th percentile and less than the 75th percentile, SDAs will receive 95% of the reward pool for that standard.
- For performance on a standard which is equal to or greater than the 75th percentile, SDAs will receive 100% of the reward pool for that standard.

Step 9: SDAs failing to achieve a performance equal to or greater than the 25th percentile on a minimum of three (3) of the six (6) national standards will be disqualified from an incentive grant.

Step 10: Performance exceeding each of the two (2) state standards are excluded from the tiered system.

Step 11: Awards from each of the two (2) state standards will be determined in the following manner:

STATE INCENTIVE GRANTS

- For performance on a standard which is less than the standard, SDAs will receive no award.
- For performance on a standard which is equal to or greater than the standard, SDAs will receive 100% of the reward pool for that standard.

Step 12: The balance of funds remaining after the distribution of funds based on performance on national and state standards, will be distributed in a second round. The balance remaining from the two (2) state standards is divided by six (6). One-sixth is added to every national standard. This is done for each SDA. The combined state and national balance remaining is the total amount available for distribution in the second round.

Step 13: SDAs are excluded from awards on individual standards in the second round when they fail to meet or exceed them.

Step 14: Each qualifying SDA's performance on each national standard is adjusted for size by multiplying the percent exceeded by the share of Title II-A (78%) funds received by the SDA in the second round. This yields a net performance.

Step 15: The net performance of qualifying SDAs is summed to a total for each standard. Each SDAs' net performance on a standard is then divided by the total for the standard to determine the SDA's relative share of net performance.

Step 16: The total amount available for each standard is multiplied by the SDA's relative share of net performance to determine the SDA's second round award on individual standards.

Step 17: Each SDA's award on each individual standard is summed across the standards to yield the SDA's total second round award.

Step 18: Each SDA's first round award is summed with its second round award to obtain the SDA's final distribution.

Information and technical assistance for developing and implementing plans and programs

The State has an issuance system to communicate JTPA policy decisions and pertinent information to SDAs. For instance, topics have included sharing pertinent State and federally issued information on the JOBS program, on-the-job policy clarification, and an update of the regional treatment centers where drug information and services can be obtained.

The State has issued planning guidelines to SDAs to assist in the development of their local Job Training Plans. In addition, data has been sent to assist SDAs in meeting the statutory requirements of service levels to economically disadvantaged school dropouts, economically disadvantaged youth and AFDC recipients as well as the ratio of public to private employment for use in planning the OJT program.

The State will provide technical assistance directly or by procuring consultants to work with one or more SDAs. The Missouri Institute for Executive Development at the University of Missouri-Columbia provides preventative technical assistance and professional capacity building. The training is a jointly designed and supported effort by the state and SDAs which provides more timely technical assistance to the SDAs of Missouri. This method of training has been expanded to include other agencies. Cross-training, particularly with DES and Family Services, is provided by MTI and others. The State, through JDT, has established a field representative system to provide technical assistance in planning and implementing JTPA programs. Three full-time staff members serve as liaisons between their assigned SDAs and JDT. Other JDT staff provide training or technical assistance to the SDAs and other agencies when appropriate.

Developing and providing to SDAs labor market information on a state and local basis

The State has provided SDAs information, at statewide and SDA specific levels, regarding social and economic characteristics, occupational and industrial characteristics, and labor market conditions. The State has and will continue to develop information on industries losing or gaining employment and industries expanding their work forces. Occupational projections to 2000 have been developed for the State, St. Louis Standard Metropolitan Statistical Area (SMSA), and Kansas City SMSA. Projections for the remaining SDAs were published in PY'91. These projections identify occupations in demand as well as other occupational information. JDT, working with the State Data Center, the Missouri Occupational Information Coordinating Committee, and DES, provides SDAs with a variety of publications,

GOVERNOR'S COORDINATION AND SPECIAL SERVICES ACTIVITIES

newsletters, and data reports on a variety of labor market issues. Special requests for sub-SDA data analysis are also completed on an as needed basis.

Providing pre-service and in-service training for Administrative Entities, Private Industry Councils, and contractors for state supported programs

Following PIC certification by the Governor, the State provides orientation sessions for each of Missouri's PICs. The State will continue to provide in-service training to PICs through its field representatives, operations staff, and the Missouri Training Institute.

In addition, the State has and will continue to convene regular meetings of the SDAs' AE staffs to provide in-service training and discuss issues of concern among SDAs. The State has and will continue to provide training to SDA staffs to promote effective management of local training programs.

The State annually convenes a Job Training Conference for PIC members, SDA staff, and local elected officials. Additional coordination and special services activities may be undertaken should any 8% funds not be obligated through cooperative agreements.

Food Stamp/AFDC

The State will continue to provide JTPA services to those Missourians considered as "most in need." While the State targets service to recipients of AFDC with JTPA funding, the need exists to explore additional avenues to access these and other hard-to-serve individuals.

Through a contractual agreement with the Missouri Division of Family Services (DFS), U.S. Department of Agriculture funds are made available to enhance accessibility to JTPA services for Food Stamp recipients and other hard-to-serve persons.

During PY'90, 40% of the Missourians enrolled in JTPA Title II-A services were also recipients of the Food Stamp program. Of these, 53% also received AFDC benefits, and 34% were also high school dropouts.

Missouri Youth Service and Conservation Corps

Recently passed State legislation created the Missouri Youth Service and Conservation Corps (MYSCC). Activities of MYSCC center around two basic goals: 1) to help the youth of Missouri gain valuable training, experience, and when necessary, remedial education or GED study; and 2) to promote service and conservation benefits to Missouri communities.

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A preference for enrollment into MYSCC activities is given to high school dropouts and those that are at risk of dropping out of school.

The State is providing funds for MYSCC projects through JTPA Title II-A 8% funds. Additional funds are currently being sought from other sources including the Commission on National and Community Service.

Furthermore, the State will make available JTPA Title II-A 6% Technical Assistance funds to AEs that: 1) submit an application for a MYSCC project that is approved; and 2) are from an SDA experiencing difficulty in meeting performance measures relating to enrollment of high school dropouts in JTPA Title II-A (78%) funded activities. Also measured in the State's evaluation of need is how service will be improved in establishing Youth Employability Enhancement categories through the funded technical assistance. Title II-A 6% Technical Assistance will be provided through the funding of a MYSCC Coordinator position for a period not to exceed 12 months.

Missouri Veterans Program

The focus of the Missouri Veterans Program will be to provide services to veterans with serious barriers to re-employment. The federal Title IV-C funds are matched with the State's 8% as well as available local match funds.

Eligible veterans include those who are: 1) disabled; 2) Vietnam era; 3) recently separated; and 4) minorities, including the homeless.

JDT will conduct planning, management, oversight, reporting, and administration for the Veterans Title IV-C program to operate in the St. Louis and Kansas City metropolitan areas. An intensive case management approach will focus on a comprehensive provision of services consisting of career interest assessment, counseling, and supportive services which enable the hard-to-serve veteran to transition into on-the-job training and classroom-occupational training, and then unsubsidized employment.

Job Opportunities and Basic Skills (JOBS) Program

The Missouri JOBS program, known as FUTURES, will be fully implemented by October 1, 1992. By January 1, 1992, 25 of the 115 counties in Missouri were active in the FUTURES program. These counties encompass approximately 74% of the AFDC population.

The State Departments of Social Services, Labor, Education, and Economic Development are charged by State Statute (RSMo, 1989 - 208.405) with avoiding duplication, with making the best use of existing systems and with using general revenue to maximize the level of federal dollars flowing to Missouri for the JOBS program.

Toward this end, the Directors of these departments meet regularly to discuss pending policy and procedural concerns. JDT has actively participated in these meetings. Additionally, there are several joint contractual agreements to provide additional case management services, individual classroom referrals, and other job readiness services. These contracts link several funding sources including FUTURES, JTPA, Wagner-Peyser, Adult Basic Education, Carl Perkins, and private funding. Some areas have co-located staff and services.

The employment and training system is actively involved in the provision of the occupational skill training and on-the-job training. It also provides assessment services which compliment the initial assessment made by the FUTURES case manager. Additionally, the employment and training system provides other appropriate services to aid the AFDC participant in reaching his/her career goals.

Non-Traditional Training and Placement for Women

Missouri JDT will continue to cooperate with PICs and other state agencies to promote, develop and strengthen local and state programs to serve the employment and training needs of women in non-traditional employment and apprenticeships. Preliminary plans are to invite the Coordinator of the Sex Equity Program under Carl D. Perkins Vocational and Applied Technology Education Act to share information with MTEC. She has already provided information to the AE Directors on existing programs and resources.

Two of those statewide programs are Project ENTER, a public relations and support service for participants and educators in non-traditional vocational education training programs and CHANGING CHANNELS, a satellite program designed to recruit women into the technologies and occupations non-traditional for females. At the local level, regional and district sex equity coordinators plan and implement exploratory activities in the form of workshops, hands-on activities, exploratory sessions, role modeling, and mentoring services to women interested in the non-traditional vocational education training programs. These programs will continue to be coordinated to benefit the local women in need of services from the vocational education and employment and training community.

Further coordination and technical assistance activities may be explored for specific local SDA needs. For example, one SDA has submitted a proposed project for funding consideration. This would create a proactive committee of representatives from business, industry, education, employment and training, human services, local media, and labor to address the issues of successful integration of women in the workplace with special emphasis on employment opportunities in non-traditional occupations.

The committee would be active in formulation and implementation of an educational awareness program. This program, through workshops and presentations, would provide not only information and guidance but establish an outreach and networking system for both women and businesses. Planned activities include the establishment of a Speaker's Bureau used to present workshops and presentations; a Career Day for Women by Women in early spring, 1993; and publication and distribution of a variety of multi-media materials by late spring, 1993 in the local area.

Plans also include the ability to provide the media materials to regional and national organizations within a year after project funding.

Another possibility currently being discussed is to provide technical assistance grants through Title II-A 6% funding for SDAs to develop plans to increase awareness and placement of non-traditional training and employment opportunities available for women in growth occupations in Missouri. The proposal guidelines would require broad-based community input into the planning of an educational and employment opportunity awareness program with emphasis on non-traditional training opportunities for women.

Each local Job Training Plan for PY'92-93 contains goals and descriptions of local efforts to promote training and increase awareness of training and employment opportunities for women in non-traditional employment areas. At the state level, we plan to increase our outreach and educational efforts to participants, employers and the employment and training system in general.

Coordination and utilization of existing statewide program efforts through Carl D. Perkins Vocational and Applied Technology Education Act will be required. Adaption to local needs of strategies and/or products from the Job Training 2000 project will be encouraged. An action plan with the implementation of at least one of the proposed products will be required before the end of funding.

In addition to working more closely with the sex equity programs under Carl Perkins, JDT will continue to work with other state organizations. For example, in the past, the Missouri Council on

Women's Economic Development and Training has helped JTPA to focus attention on women's employment and training needs. Through its current relationship with employers and the employment and training system, it can be a valuable resource in the promotion of JTPA's educational efforts. It can also assist to encourage innovation in outreach and targeted service delivery of non-traditional training and placement for women in cooperation with the local employment and training system.

For PY'92, the Women's Council, through a JTPA 8% contract with DESE, has funded a project to provide 20 women with basic skill training in math, communications, and reading in preparation for enrollment in full-time skill training in identified non-traditional occupations. Projected outcomes for the participants include increased levels of basic skill competencies in math, communications and reading, enrollment in a non-traditional skill training program for the 1993-1994 school year, and successful placement into the non-traditional work force upon completion of training.

ASSURANCES

JTPA COMPLIANCE WITH SECTION 167

The State has adequate methods of administration to assure compliance with Section 167 of the Act through on-going monitoring, site visits, and technical assistance.

DEOBLIGATION/REOBLIGATION OF FUNDS GUIDELINES

Policy for Title II-A 78% and 6% Incentive

Beginning July 1, 1988, to avoid any funds being deobligated from their SDA, SDAs shall expend at least 80% of the Title II-A 78% and 6% Incentive funds available to them on July 1 of the program year by June 30 of the following year. On July 1 of each year the total funds available (including all prior program year funds) for Title II-A 78% and 6% Incentive funds will be computed for each SDA. These amounts will be the BUDGET for purposes of this issuance. Funds made available after July 1 will not be included in the BUDGET for that fiscal year and, therefore, not subject to this process in the year received. Reobligation Funds are considered available July 1 even though reobligation takes place during the year.

The SDA is required to spend JTPA funds on a "first in" "first out" (FIFO) basis as follows: the funds available on July 1 shall be spent prior to the funds received after July 1. Within these two categories of funds the oldest program year funds shall be expended first.

Compliance with the 80% expenditure requirement shall be based upon June 30 Contract Progress Reports (CPRs) including accruals. (JDT reserves the right to investigate and revise any CPR accrual which appears excessive.) The total expenditures on the CPRs will be divided by the BUDGET figure. If the PERCENT EXPENDED is at least 80%, no dollars are subject to deobligation. If the PERCENT EXPENDED is less than 80%, the amount of funds to be deobligated is the difference between the required 80% expenditure rate and the actual expenditure rate achieved. All deobligated fund amounts from every SDA shall be added together to determine total funds for reobligation.

Deobligation of funds shall be accomplished by reducing current year new funding for the total amount of funds to be deobligated. SDAs with deobligated funds shall not be eligible for reobligated funds.

Reobligation of funds shall be accomplished by increasing current year new funds as follows. The most current SDA allocation percentages for eligible SDAs shall be added together creating the total percentage. Each current SDA allocation percentage for eligible SDAs will then be divided by the total percentage resulting in the reobligation percentage. Individual reobligation percentages will be rounded to ensure the total percentages do not exceed 100%. The total to be reobligated will then be multiplied by the reobligation percentages resulting in the reobligation amount for each SDA. SDAs will be notified of this amount and requested to amend their plan according to existing procedures.

PY'92 JTPA TITLE II-A FUND ALLOCATION METHODOLOGY

Job Training Partnership Act (JTPA) funds were allocated to Service Delivery Areas (SDAs) in accordance with the formula specified in Section 202 as amended. The funding allotments released were based on a Missouri Title II-A allotment of \$34,490,254.

Data sources are as follows:

- Population data was based on the 1980 Census.
- Unemployment and civilian labor force data was based on data provided by the Missouri Division of Employment Security (DES). The time period used for determining SDA annual averages was the same as that used by the U.S. Department of Labor (DOL) when it allocated funds to the States. This was the annual average based on the 12 month period of July, 1990 through June, 1991.
- Economically disadvantaged data was provided by DOL. The data was developed under a special contract with the U.S. Census. This data was developed for each state at a county and local jurisdictional level.

Funds were allocated through two major procedures. The first procedure was to use the original formula distribution in Section 202. The second procedure was to apply the hold-harmless provision in Section 5 of the 1986 Amendments to JTPA.

STEP I:

The first step for allocating funds to the SDAs was:

- Seventy-eight percent (78%) of Title II-A funds were allocated.
- These funds were each divided into thirds. (78% of Title II-A funds divided by 3).
- The three parts to the allocation formula specified in Section 202 were then calculated utilizing the data previously listed. The procedure for this was:
 - 1) All county level labor force data was aggregated by the Division of Employment Security to create SDA level data. Unemployment rates were then calculated on each SDA using this data.
 - 2) Each SDA was analyzed to determine if it constituted an area of substantial unemployment (an area with an average rate of unemployment of at least 6.5%). This

method parallels the method used by DOL in allocating funds to the states.

DOL first determined if a state was an Area of Substantial Unemployment. For those states which were not, DOL then determined ASUs at the substate level. The state of Missouri was not an ASU and therefore substate ASUs were designated.

For PY'92, SDAs 1, 3, 5, 7, 8, 12, 13 and 14 did not qualify as an ASU. Sub-SDA ASUs were designated for these SDAs using procedures guided by the law and by DOL's method of allocating funds to the state.

The law defines an ASU in Section 4 (3) as "any area of sufficient size and scope to sustain a program under Part A of Title II...and which had an average rate of unemployment of 6.5%...". Field Memorandum #133-84 from DOL provides further guidance. It indicates that when a State does not qualify in total as an ASU, all jurisdictions within the state should be examined with the view of designating as ASU's contiguous combinations of counties, cities, towns, townships, other minor civil divisions and/or census tracts (or enumeration districts). It also indicates that an ASU must have a population of at least 10,000. The following method was used based on this guidance:

- Census Tracts or Enumeration District level data on unemployment was calculated using the census-share methodology required by the Bureau of Labor Statistics. The census tract or enumeration district's share of SDA census labor force data was applied to SDA unemployment data for the period of 7/90 to 6/91. This analysis was prepared by the Division of Employment Security.
- Census Tracts or Enumeration Districts within the SDA were aggregated until a unit was obtained that was contiguous, had a population of greater than 10,000 and had an unemployment rate of at least 6.5%.

The resulting ASUs are described in Attachment I.

- 3) One-third of the Title II-A 78% funds were allocated to all ASUs. The number of unemployed persons in each ASU was divided by the total number of unemployed persons in all ASUs. This figure was then multiplied by the funds available.

- 4) One-third of Title II-A 78% funds were allocated to SDAs based on excess unemployment. Excess unemployment is defined as those number of unemployed in excess of 4.5% of the civilian labor force in the SDA or ASU, depending on which excess number is higher. This is in accordance with training and Employment Guidance Letter No. 5-87. The number in the civilian labor force in each SDA or ASU was multiplied by 4.5%. The resulting number in each SDA or ASU was then subtracted from the actual number of unemployed in each SDA or ASU. This then became the excess number of unemployed. The ASU number of excess unemployed was higher in those SDAs which had designated ASUs. Therefore, the ASU excess was used. The excess number in each SDA or ASU was divided by the total excess number in the state. (The sum of the SDA and ASU numbers). This figure was then multiplied by the funds available.
- 5) One-third of Title II-A 78% funds were allocated to SDAs based on their relative share of economically disadvantaged individuals. The number of economically disadvantaged individuals in each SDA was divided by the total number of economically disadvantaged in the state. This figure was then multiplied by the funds available.

STEP II:

The second step for allocating funds to the SDAs required application of the hold harmless provision in Section 5 of the 1986 amendments to JTPA. The 90% hold harmless provision specifies that each SDA must receive 90% of its allocation percentage (described as relative share) of the prior two program years allocations. The method used was the same as that used by DOL to implement the hold harmless provision to the states. The procedure to determine the relative share was:

- 1) PY'90 and PY'91 allocations for each year were added together and divided by two to determine the average two year allocation.
- 2) The average for each SDA was divided by the state average to determine the SDAs relative share.
- 3) This relative share was multiplied by .90 to determine the SDAs 90% of their relative share.
- 4) This figure was multiplied by the total amount of Title II-A funds available to the SDAs to derive the minimum level of funds for each SDA.

After determining each SDAs minimum level of funds, the following procedure was used to complete the final allocation.

- 1) The minimum amount for each SDA was compared to the amount allocated by the formula process described in Step I.
- 2) SDAs whose allocation in Step I was less than the minimum amount were brought up to the minimum amount.
- 3) The remaining SDAs were re-allocated funds by starting from Step I and going through the entire process again. The SDAs (and the money they received) who were brought up to the minimum level were excluded from this process. This last step yielded the final allocation of Title II-A funds.

PY'92 JTPA TITLE II-B FUND ALLOCATION METHODOLOGY

Job Training Partnership Act (JTPA) funds were allocated to Service Delivery Areas (SDAs) in accordance with the formula specified in Section 202 as amended. The funding allotments released were based on a Missouri Title II-B allotment of \$13,065,191. The data sources and formula used are the same as those for Title II-A except that 100% is allocated to the SDAs instead of 78%.

PY'92 JTPA TITLE II-A 3% FUND ALLOCATION METHODOLOGY

Title II-A 3% funds will be allocated using the same methodology as Title II-A 78%. The same number of unemployed in areas of substantial unemployment and excess unemployed used in Title II-A 78% will be used for Title II-A 3%. However, economically disadvantaged data will be based on economically disadvantaged persons aged 55 and over. The two-year hold-harmless provision is also included using funds received in PY'90 and PY'91.

STATE OF MISSOURI

GOVERNOR'S COORDINATION AND SPECIAL SERVICES PLAN

PROGRAM YEARS 1992 AND 1993

Signature Page


John D. Ashcroft, Governor

05-13-92
Date

